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ADM-12.7  
7 OCT 1968

MEMORANDUM FOR: Executive Director-Comptroller

SUBJECT : R&D Coordination

1. You have asked that we examine the R&D Coordinator function in light of existing regulations and an understanding reached between the DD/S&T and O/PPB regarding responsibility for the annual R&D Program Memorandum. This we have done.

2. For many years the Intelligence Community has been plagued by different interpretations of the term coordination. If the Coordinator, is vigorous, he is apt to be regarded as an intruder by the coordinated, whereas if he is docile he may find himself considered ineffectual. Internally, this is at the heart of the Agency's R&D problem, for the R&D operatives are not quite willing to sacrifice some part of their sovereignty and the Coordinator is constantly confronted with unwilling clients. Under the present arrangement in the conduct of of R&D programs, an attempt has been made to separate planning from execution, but to plan without having some influence on what happens under the plan is also unrewarding. The consequence is spiritless coordination which leaves the Coordinator less than satisfied with his assigned chore and the operator restless, lest some change bring that which he would prefer being without.

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3. Attached as Tab A is the notice, [REDACTED] dated 17 July 1967, which established the DD/S&T as the Agency R&D Coordinator. Paragraph 2 outlines the procedures to be used to achieve the coordination necessary to assure that R&D efforts are responsive to the needs of the Agency. These procedures have been implemented as follows:

Paragraph 2.a. "The Deputy Director for Science and Technology is responsible as a staff officer to the Director for coordination of Agency RD&E programs and is authorized to appoint a Special Assistant to aid him in this assignment."

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Action: [REDACTED] has been appointed the DD/S&T's Special Assistant for R&D Coordination.

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Paragraph 2.b. "The DD/S&T, in response to the annual Agency program call, will convene a meeting of the other Deputy Directors, at least annually, to insure the consistency of the proposed RD&E effort with the Agency's goals and objectives. A further objective of this review by the Deputy Directors will be to develop planning guidance for future RD&E and discuss alternatives within the over-all resource levels available."

Action: There has been no meeting of the Deputy Directors to develop planning guidance for RD&E.

Paragraph 2.c. "Proposed RD&E program plans including cost estimates will be prepared by offices engaged in RD&E activities in accordance with the Agency planning instructions. Before inclusion in Directorate plans, the office proposals will be coordinated and consolidated by the DD/S&T into a single, complete Agency RD&E plan. He will seek resolution of areas of duplication among the offices and identify RD&E gaps which may not be recognized by the offices. This complete task will require the full cooperation and assistance of all elements of the Agency and necessitate full access by the DD/S&T to complete program needs and details. The plan, together with any Directorate comments, will be submitted to the Executive Director-Comptroller for the Director's review and action."

Action: Largely because of difficulties with this procedure, John Clarke and Carl Duckett agreed to revisions transferring certain functions to O/PPB. (See Tab B)

Paragraph 2.d. "The DD/S&T will participate in any significant reprogramming or replanning which may result from budget actions, shifts in program emphasis, technical breakthroughs, or changes in Agency goals."

Action: This is seldom done, except within the DD/S&T Directorate.

Paragraph 2.e. "The DD/S&T will establish mutually acceptable procedures with the other Directorates so that significant procurement requests for proposed RD&E undertakings will be reviewed by them to insure compatibility with

the previously approved Agency-wide RD&E program. If requested by a Deputy Director, any proposed actions will be technically reviewed by the DD/S&T, and all actions requiring the approval of the Director will be technically reviewed by the DD/S&T. The DD/S&T will discuss proposals with the office involved if there are any problems, and recommend appropriate changes or modifications."

Action: Not done. The DD/S&T has established a Contract Information System (CIS) to help in monitoring and controlling contracts after they have been let, but TSD contracts are not included within it. No formal procedure has been established to assure DD/S&T review of projects requiring DCI approval or other significant non-DD/S&T projects.

Paragraph 2.f. "The DD/S&T will work with research, development and engineering organizations to improve the over-all quality and technical effort and promote the use of common administrative procedures and practices among the RD&E elements."

Action: This is somewhat tenuous and is perhaps being done more than we realize. Nevertheless, we find no hard evidence that much is being done with offices outside of the DD/S&T Directorate. The CIS mentioned above will provide some common administrative procedures when it is fully implemented.

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4. Tab B is the Memorandum of Record of the conversation between Messrs. Clarke, Duckett and [REDACTED] on how next year's R&D Program Memorandum might be handled. Paragraph 2 of Tab B states the intent of the understanding and Paragraph 3 outlines how O/PPB, in cooperation with the DD/S&T, will implement that intent. The basic purpose here was to bring the handling of the R&D Program Memorandum review process into line with that of the other Agency programs.

5. As you know, the R&D Program Memorandum just completed was prepared almost completely by the DD/S&T with O/PPB's role kept to a minimum. During the early phases we became concerned that insufficient attention was being given to the review and determination of R&D requirements and priorities by the potential users of particular R&D efforts. Attention seemed more to go to developing a program based upon a level of effort than to user requirements for finished product.

6. We made several attempts to encourage the kind of requirements review we felt necessary. However, in the first few inter-Directorate meetings which were held, virtually no effort was devoted to this matter. This was despite the fact that the A/DD/I, in one of the early meetings, stated his willingness to review personally R&D programs in the Collection Systems and Intelligence Production/Information Processing subcategories and to provide his opinions on the validity and priority of requirements. As the program developed, the DD/I Planning Officer expressed his views that the review of intelligence requirements was inadequate and undertook his own review of programs directly related to the Intelligence Directorate mission. Following this review, it was his opinion that many of the stated requirements which are contained in the programs are either invalid or of low priority.

7. We believe recent experience shows that rigorous hearings can be very worthwhile in promoting broad program comprehension, but believe that they are more valuable if the examiner, like O/PPB, is not suspected of having a vested interest in the program outcome. We did not feel, therefore, that further pressure should be placed on the DD/S&T in this regard, but that arrangements should be made for O/PPB to reassume responsibility for drafting the Program Memorandum. Discussion of this matter with the DD/S&T led to the understanding in Tab B.

8. For your information, Tab C is also attached. This is a draft of a currently proposed change in the organization of the DD/S&T adding the responsibility of Agency R&D Coordinator (Page 2, Item (6)). This is a broader statement of responsibility than that in [REDACTED] (Tab A) and would, if vigorously pursued, give the DD/S&T the authority he needs to effectively coordinate the Agency's R&D efforts and is not inconsistent with O/PPB's Program Memorandum responsibilities.

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9. The somewhat limited authority stated in [REDACTED] (Tab A) was diluted even before its issuance by the Memorandum of Record (Tab D) signed by DD/P and DD/S&T representatives. This memorandum has the effect of limiting the DD/S&T to a "technical bookkeeping" role, and to giving occasional guidance on what the R&D plan should be. Nowhere is he given the authority to be sure that any such R&D plan is followed.

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10. In summary, then, [REDACTED] (Tab A) established the DD/S&T as the Agency R&D Coordinator. Preparation of this year's Program Memorandum would have been a good way for the DD/S&T to test its new responsibility, but procedures to accomplish this and standards to measure program proposals against requirements were not instituted, as a consequence of which the understanding in Tab B followed. This would leave with O/PPB the normal program review responsibilities and would allow the DD/S&T to continue as Coordinator for the technical aspects.

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[REDACTED]

Acting Director of Planning,  
Programming, and Budgeting